



Security Council

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Letter dated 6 September 2006 from the Permanent Representative of Greece to the United Nations addressed to the Secretary-General

I have the honour to inform you that, during the presidency of Greece, the Security Council is scheduled to hold a debate on the subject "Cooperation between the United Nations and regional organizations in maintaining international peace and security", on Wednesday, 20 September 2006.

Greece has prepared the attached non-paper to help guide the discussion on this subject (see annex).

I should be grateful if you could have the present letter and its annex circulated as a document of the Security Council.

(Signed) Adamantios Th. **Vassilakis**
Ambassador
Permanent Representative of Greece



Annex to the letter dated 6 September 2006 from the Permanent Representative of Greece to the United Nations addressed to the Secretary-General

Challenges of cooperation between the United Nations and regional organizations and other intergovernmental bodies in maintaining international peace and security

Discussion paper for the public debate on 20 September 2006

A. Background:

In the past decade, in many crises around the world, regional agencies have played an important role in maintaining peace and security in support of the Security Council, pursuant to Chapter VIII of the Charter. Over time, it has been acknowledged that a better coordination and the development of a more effective partnership between the United Nations and regional organizations not only would contribute to the lessening of the burden of the Security Council, which has the primary responsibility under the Charter for maintaining international peace and security, but would also help decentralization and, hence, democratization in international affairs. Both the General Assembly and the Security Council have shown great interest in enhancing and further developing this partnership. Today, this issue has acquired great significance on the current Secretary-General's agenda who has made great efforts in enhancing and further developing the partnership of the United Nations with regional and other intergovernmental organizations.

The High Level Panel on Threats, Challenges and Change in its report dated 29 November 2004, paid special attention to the issue of cooperation between the UN and regional organizations and recommended that consultations and cooperation between them should be expanded and could be formalized in an agreement. The Panel also emphasized that authorization from the Council for regional peace operations was required in all cases. The Secretary-General fully endorsed the recommendations in his *Larger Freedom* report and indicated his intent to conclude memoranda of understanding with regional organizations to streamline the operational partnership.

The Summit Declaration of September 2005 recognized the important contribution being made by regional organizations to peace and security, and World Leaders supported a stronger relationship between the UN and regional and sub-regional organizations pursuant to Chapter VIII of the Charter. They also resolved to -expand co-operation through formalized agreements between the respective secretariats, and as appropriate involvement of regional organizations in the work of the Security Council; -ensure that regional organizations that had the capacity for conflict prevention or peacekeeping consider the option of placing such capacities in the United Nations Standby Arrangements System (UNSAS) framework; -strengthen cooperation in the areas of economic, social and cultural fields.

Furthermore, the Summit Outcome Document supported the development and implementation of a ten year capacity-building for the *African Union*. This indicates the priority that the United Nations gives in its cooperation with the African Union and other African sub-regional organizations, to the strengthening of their capacities in prevention, early warning and electoral assistance, peacekeeping and peacebuilding. The Department of Peacekeeping Operations has since been actively engaged with the Peace Support Operations Department of the African Union to define both AU specific assistance

requirements and the UN contribution. Another example of cooperation is the peacekeeping activities in Darfur, where the UN and the AU performed a joint Assessment Mission (June) to study the requirements of strengthening the African Union Mission in Sudan (AMIS) and the possible transition to a UN operation. In addition, the Security Council went on a Mission to the Sudan and Chad last June, during which a common meeting between the Security Council and the Peace and Security Council of the AU took place in Addis Ababa for the first time in the history of the two organizations.

Since 1994 six high-level meetings have been convened at the initiative of the Secretary-General between the UN and regional and other Intergovernmental Organizations, with the aim to enhance this partnership. A Standing Committee was established in 2005 and Working Groups in 2004 to support the Secretary-General's preparations for the high-level meetings. At the Fifth meeting the Secretary-General articulated the vision of a 'regional-global security partnership'. At the sixth high-level meeting, held in July 2005, participants agreed on the need to significantly strengthen this partnership. They also recognized that interested regional and sub-regional organizations will pursue joint activities under the umbrella of the high-level meetings under Chapter VIII of the UN Charter while other inter-governmental organizations will partner with the UN under other provisions of the Charter. They also agreed to meet henceforth on an annual basis, to coordinate meetings with the relevant thematic debates of the Security Council, and to establish a Standing Committee to act as an initiator of ideas, a mobiliser of political will and sustainable direction, and a monitor for ensuring the implementation of decisions made.

The Security Council on its part has, since 2003, held three meetings with regional organizations regarding the subject of co-operation in the maintenance of international peace and security (April 2003, July 2004, October 2005), and issued a Presidential Statement (at the second meeting). On October 2005, under the Romanian Presidency, it adopted its first resolution -R 1631(2005)- on this issue.

B. Recent developments:

Resolution 1631 (2005) expresses the Council's determination to take appropriate steps to the further development of cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security. It also invited the Secretary-General to submit a report to the Security Council on the opportunities and challenges facing this cooperation.

The report of the Secretary-General 'A Regional-Global Security Partnership: Challenges and Opportunities'.

The report of the Secretary-General in response to Resolution 1631 was issued recently and is entitled: *A Regional-Global Security Partnership: Challenges and Opportunities*.¹ The report describes the progress made in realizing the goals of Resolution 1631, and expresses the Secretary-General's conviction that the time is ripe for the establishment of a more effective partnership operating in close cooperation with the Security Council based on a clear division of labour that reflects the comparative advantage of each organization.

The report also identifies two main challenges that should be addressed to make this partnership more effective: *Clarification of the respective roles of the United Nations and all its partner organizations in peace and security*, and *capacity building*. The report notes that there is an increasing number of organizations which attend the high-level meetings and which accord themselves

a mandate in peace and security. As a result there is a need for greater clarity as regards both the membership and the mandate, particularly since there are calls to broaden the scope of the meetings to include economic, social and cultural areas.² With that aim in mind, the report suggests that it would be useful to identify regional organizations which cooperate with the UN in the maintenance of international peace and security under Chapter VIII of the Charter. It further suggests to identify subregional organizations within the partnership. As explained in the report, these suggestions are not designed to exclude other organizations within the partnership which might not see themselves as falling within Chapter VIII of the Charter.

The report also underlines the need for *capacity building* -whether organizational, operational or resources- in order to render the partnership more effective. While it emphasizes that, of all regions, Africa is in greatest need, it recognizes that some other regional and intergovernmental organizations also are in need of assistance to build their own capacity.

The report contains recommendations for strengthening the partnership in the areas of Conflict Prevention, Peacemaking, Peacekeeping, and Peacebuilding for consideration of the Security Council and the General Assembly as appropriate. It also contains recommendations for the clarification of the roles of these organizations, guidelines for cooperation and the formalization of the partnership with these organizations.

C. Discussion Points.

The public debate could address:

- How to pursue a more rational and effective cooperation between the UN and regional and other intergovernmental organizations, including, in particular, enhanced consultations and exchange of information between the Security Council and these organizations.

- The recommendations of the Secretary-General contained in his report in response to resolution 1631 (2005) and more specifically: -The recommendations regarding the strengthening of the cooperation in conflict prevention, peacemaking, peacekeeping, peacebuilding, disarmament and non-proliferation.

- The recommendations concerning the two challenges in cooperation identified by the Secretary-General, namely, the challenge to a) clarify the nature of the partnership (Clarification of Roles), and b) assist in building the capacity of partner organizations.

- a) Today there is some Confusion over what comprises a regional or subregional organization and therefore the question arises what organizations, that are involved in peace and security, can be seen as legitimate partners with the UN in the future regional-global security mechanism. The Security Council has identified three categories of organizations -international, regional and subregional. The High-level Meetings make a distinction between 'regional' and 'other intergovernmental organizations'. These distinctions however do not have any operational significance for the current cooperation but might create confusion if proper and accurate terms are not used.

- Member States could consider whether the Security Council should revise its use of the terminology "regional and subregional organizations" also to include properly other intergovernmental organizations (such as EU, NATO, OIC and others) to better reflect the realities of the world today. In other words, should the Council use the term "Regional and other intergovernmental organizations" to

² Summit Outcome Document para. 170 (c).

describe its periodic meetings with the organizations rather than the term used in the past meetings of the Council and in the Summit document, namely, "regional and subregional organizations"?

The question could also be raised whether it would be useful and practical to have some formality and criteria in distinguishing international organizations for the purpose of applying Chapter VIII of the Charter. If the option of developing criteria is pursued, two basic criteria, namely, membership and mandate could be of relevance for potential identification of such organizations.

On the basis of the above criteria one could identify partner organizations either as regional organizations acting under Chapter VIII or as other intergovernmental organizations acting under other provisions of the Charter. -*regional organizations under Chapter VIII* as partner organizations. a) Mandate: i) conflict prevention under article 52.2, a mandatory feature, ii) peace enforcement capacity under article 53, an optional feature, b) Membership: Broad geographic contiguity of their members. Member states come from an geographic region. - *other intergovernmental organizations under Chapter VI and VII* a) Mandate: i) conflict prevention, ii) peace enforcement capacity under article 53, an optional feature, b) Membership: Universal. These organizations could be cultural, linguistic or functional.

b) On capacity building, member states could address the question of how the Security Council could assist the capacity -organizational, operational and resource-of regional and subregional organizations. The Security Council could for example support the ongoing efforts to develop DPKO/AU Peace Support Operations Division links and /or DPKO support to AU PSOD.

The Security Council or member states, through the multilateral organizations/arrangements to which they belong, could support the development of AU and African subregional capacity for early warning, conflict prevention, peacekeeping, crisis management.

In addition, member states should endow the regional organizations to which they belong with the means (financial, mandate, human resources, etc.) to carry out their mandate.